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      UNITED STATES DISTRICT COURT
      SOUTHERN DISTRICT OF NEW YORK
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      JHOANA JUCA, et al.,
                     Plaintiffs,
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                                             19 Cv. 9427 (ER)
                 v.
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      RICHARD CARRANZA, et al.,
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                     Defendants.
8
                                                New York, N.Y.
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                                                October 18, 2019
                                                2:00 p.m.
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      Before:
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                            HON. EDGARDO RAMOS,
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                                                District Judge
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                                APPEARANCES
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      BRAIN INJURY RIGHT GROUP, LTD.
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          Attorneys for Plaintiff
      BY: PETER G. ALBERT
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      NEW YORK CITY LAW DEPARTMENT
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      BY: ANDREW J. RAUCHBERG
          LILLIAN ESPOSITO
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(Case called)

THE DEPUTY CLERK: Counsel, please state your name for the record.

MR. ALBERT: Good afternoon, your Honor. Peter

Albert, from the Brain Injury Rights Group, for the plaintiffs.

THE COURT: Good afternoon.

MR. RAUCHBERG: Good afternoon, your Honor. Andrew Rauchberg, from the New York City Law Department, on behalf of the defendants.

MS. ESPOSITO: Good afternoon, your Honor. Lillian Esposito, on behalf of the New York City Law Department.

THE COURT: Good afternoon to you both.

So this matter is on for a show cause hearing on plaintiffs' request for a preliminary injunction. I have received the parties' papers.

Mr. Albert, do you wish to be heard further?

MR. ALBERT: Briefly, your Honor.

THE COURT: You can remain seated.

MR. ALBERT: Briefly, this case -- and I will try to be brief and succinct -- it comes under the federal Individuals with Disabilities Education Act, and, specifically, Section 1415(j) of that act, which is sometimes referred to as the state court or pendency provision. And, in essence, without quoting the statute, which is pretty simple with respect to the language, is that, once a parent or a district commences an

administrative due process proceeding, there is an automatic injunction that's put into effect, essentially to protect the student from being changed, from being moved from one educational placement to another. That was the congressional intent.

In this case, when that happened, during the administrative proceedings, and I won't go through each of the cases, but essentially in the cases there was almost a bifurcation of the administrative process. The first part of the process is to determine what the student's pendency is. Where is that student right now? Where is that student receiving his or her educational program? And then the second piece, which follows from that, and is independent with respect to standards and determination, is: What is an appropriate placement, in essence, for that student? Did the school district provide something appropriate? Did the parents provide something that was appropriate? Where is the balance of equities, etc.?

But with respect to the pendency issue, and again 1415(j), 1415(j) is somewhat unique in that although it's referred to as an injunction, it's an automatic injunction, and the typical standards and criteria required for an award of a preliminary injunction — likelihood of success on the merits, irreparable harm — are not needed. And there's a number of cases that are cited in our papers, Second Circuit decisions,

that go back to the early 1980s with respect to that issue.

In this particular case, this is really an enforcement action. So this case is kind of after the administrative hearing officers have found pendency and have ordered pendency, meaning that the student will stay wherever they are and that the district, in this case the DOE defendant, has to fund that placement. Because the funding of the pendency placement is congruent with the pendency placement itself.

In this case, there were six students, five of whom received pendency orders or decisions, which the hearing officer stated, this is your pendency placement and the DOE needs to fund it. That hasn't happened, or it's happened only in part. And it's not necessarily a dispute regarding the facts, because in the DOE's own papers they readily admit that there are funding items that have not been paid.

Now, the parents --

THE COURT: But that are being processed?

MR. ALBERT: They are being processed.

Now, the parents don't expect instantaneous payments.

THE COURT: That's what Mr. Ashanti was requesting.

MR. ALBERT: I don't think he was asking for instantaneous, but certainly the automatic injunction of 1415(j) is immediate, it's immediate relief.

Now, immediate relief, clearly, a couple of days would certainly be realistic. But we have had a prior case where it

was months and months of parents waiting for the funding. In this case, again, most of the pendency orders were issued in August, early September, and payments haven't been received.

THE COURT: But the automatic injunction doesn't speak to payment, it speaks to the actual services that the child is receiving.

MR. ALBERT: Correct. The pendency essentially means the elements, if you will, of the student's program.

THE COURT: Right.

MR. ALBERT: Class size, what kind of services the student will actually get, not necessarily the location and things along that. That can become an issue, but for purposes of pendency in these cases, the hearing officer, the administrative hearing officer, made those determinations based on either papers or evidence that was submitted, or on a basis of a consensus by and between the parties.

THE COURT: Mr. Albert, let me ask you this, because the city tells me that in this case, with respect to the students that are before me, with the exception of one, prior to this action having started, the city told you that pendency is not an issue and that payments would be made. Since this matter has been filed, the city came in and said that pendency is not contested and the payments are being processed, some have already been made, the others we have told them when they are likely to receive it. I got papers yesterday from the city

telling me that most of the payments have been made, and those that have not been made have begun the process of being processed; and, by the way, they are asking for preliminary injunction with respect to invoices that we got a day before, or two days before they filed this action.

Is any of that inaccurate?

MR. ALBERT: I believe the majority is accurate. It may kind of conflate some of the issues as to what is being paid and what is not being paid, but it's the plaintiffs' position that the DOE can't pick and choose which cases they are going to pay on; they can't pick and choose the schedule that they are going to make those payments. Again, I don't mean to be flippant, but certainly promises promises, you know, that's not going to cut it. These are administrative orders by hearing officers that said, You, DOE, must do X.

THE COURT: And they are telling me that they are doing it. But let me ask you this. I see that you are an attorney with the Brain Injury Rights Group.

MR. ALBERT: Correct.

THE COURT: I take it you do this type of work as part of your --

MR. ALBERT: I also serve as an impartial hearing officer.

THE COURT: OK.

MR. ALBERT: So I have been doing this, I want to say

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more years than I want to publicly admit, but probably 20 to 25 years.

THE COURT: Then you know a lot more about this than I So let me ask you this. Is the city treating iBRAIN differently than it is treating any other provider of special education services?

MR. ALBERT: I can't speak on behalf of DOE, but I suspect there may be some foot dragging on the part of DOE. One of the exhibits that we have submitted is that the DOE has, I don't know if it's an unwritten policy or written policy with respect to what they require for these kinds of payouts. you examine New York State Education Law, if you examine the IDEA, there is no such requirements. In essence, they are almost granting themselves a stay from these orders, that once the impartial hearing officer issues his or her order, payment should be -- again, I don't think there is any expectation it's instantaneous, but it should be immediate, and I will define immediate within a few days. This shouldn't be seven, ten business days or beyond.

THE COURT: And you get that from where, that quideline?

MR. ALBERT: A little bit of common sense. There is no requirement with respect to when the implementation should Some of the hearing officers will put in their order be done. by X date you must do such and such.

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THE COURT: Hearing officers will put in by such and such payment must be made?

MR. ALBERT: Correct. It's not uncommon, but I think it's more uncommon than common that that be done. Typically what a hearing officer might do with respect to a date is to direct the DOE, if there is going to be sort of a remand back to the district to address an issue that wasn't fully developed at the administrative hearing, to require the district to reconvene their committee on special education within two weeks, 30 days, whatever the time period is.

THE COURT: So I go back to my question. Do you know whether the city is treating iBRAIN differently than any other such provider, like iHOPE or any other school with which you no doubt are familiar?

MR. ALBERT: I don't know for a fact, and it would be difficult for me to say cavalierly in open court, yes, they treat them differently. We suspect they do.

THE COURT: Based on?

MR. ALBERT: Based on the fact that it's a small bar that deals with these kinds of cases, and I am not aware of any other law firm or lawyers who practice in this area who have had the number of, I will say, issues or concerns about the prompt payment, the prompt, really, compliance with impartial hearing officer orders. So I can't present to the Court, yes, I know for a fact.

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THE COURT: Again, I believe the representation was made that the city generally is able to pay these things off within 35 days.

Now, you mentioned common sense earlier. What should I use as a guideline? 35 days from the bureaucracy of the City of New York, New York City Board of Education, 35 days to me seems fairly reasonable. Why should I find otherwise?

MR. ALBERT: Well, for a couple of things. For some of these orders it's beyond 35 days. Number two, some of the payments are done on a piecemeal fashion.

THE COURT: What do you mean by that?

MR. ALBERT: For a pendency order, a pendency order might have several components. It might have a component for tuition. There might be a component for nursing services.

There might be a component for transportation services. They are all required by DOE's rules to have separate invoices and separate affidavits in support of the payment.

When an impartial hearing officer directs that the student's pendency is at X location, and orders the DOE to fund that pendency, an impartial hearing officer never says, Oh, and you need to support it by whatever process the school district has. This is an administrative order under federal law and under state law.

THE COURT: So are you suggesting that where an impartial hearing officer directs the DOE to provide not only

the tuition, but nursing and transportation for a child, that the city simply pay over an amount without requiring that the providers provide adequate invoices for those services? Is that a business practice you want the city to adopt?

MR. ALBERT: No. Typically, during these administrative hearings, there is a submission of those things, an affidavit of a tuition payment, usually a copy of an enrollment agreement, a transportation agreement. So this documentation already exists and ordinarily assists the impartial hearing officer to do that.

Now, again, this is just for pendency. In other words, this is a payment so that the student is allowed to stay where they are to continue to receive whatever services they were getting, until such time that there is a full adjudication of the student's rights. So this isn't a blank check and say, for the next ten years you have a free ride. That's not the case.

THE COURT: Let me ask you this. Is it generally the case -- again, across the board, not just at iBRAIN but with respect to every child who is in an IEP, with respect to every child that the Board of Education is required to provide these services to -- that they require of every school and of every provider that an invoice be submitted before payment is made?

MR. ALBERT: I don't know what the DOE's requirements are with respect to others, but for pendency and for the

provision of special education, it's done on an annual basis. So it's conceivable and for some of our students, if you look at some of the papers, there are multiple cases for consecutive years. They can evolve into, you know, one year rolls into another year. So pendency can go from, let's say the '17-'18 school year, it can continue into the '18-'19 school year if the substantive part of that determination has not been resolved.

So to answer your question, yes, it could encompass two years, but it's rare that that happens and it's rare that it would ever go beyond that.

THE COURT: As far as I know, this case is about payment. My question was whether every other provider, aside from iBRAIN, is absolved of the obligation to submit an invoice for payment? Do you know?

MR. ALBERT: I would have no way of knowing that.

THE COURT: Do you have clients who attend other schools besides iBRAIN over the course of your career?

MR. ALBERT: Not in New York City, no.

THE COURT: Where? Do you have clients in other cities that are receiving these types of IDEA benefits?

MR. ALBERT: Currently the Brain Injury Rights Group is only dealing with students who attend who are residents of New York City. So I would say, only with respect to this group and others, it's a New York City centered problem. Those

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issues typically, in my experience, don't exist elsewhere.

THE COURT: Go ahead. You can finish your

MR. ALBERT: With respect to that, as your Honor pointed out, DOE has essentially admitted that there are payments owed. And under those circumstances, again, it's not discretionary on their part. If a hearing officer issues an order of pendency, they are supposed to pay.

THE COURT: The representation is that they are paying.

MR. ALBERT: Well, pieces of it, and in some cases not at all.

THE COURT: OK. Anything else?

MR. ALBERT: That's it. Thank you.

THE COURT: Mr. Rauchberg.

You can remain seated.

MR. RAUCHBERG: Your Honor, I can provide some clarity for some of the issues the Court was posing to plaintiffs' counsel.

For one thing, and I want to answer this very clearly, there is no different treatment for the students who attend iBRAIN as compared to students who attend other schools or who remain within the public system. No difference at all.

As I think your Honor suspects, we require invoices in every instance, and even as school years pass, if a new school

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begins and students are continuing to receive services, even from the same providers or even at the same school, we continue to require invoices. We like to see proof of attendance, the rates of services, etc. And that is a practice for every student, every provider, etc.

And there is an interesting thing that came up with the Court's discussion with plaintiffs. Because you asked if the plaintiffs feel that they are being treated differently, if iBRAIN students are treated differently. And one of the exchanges I had with plaintiffs' counsel as we were leading up to this and I was trying to convey to plaintiffs' counsel and Mr. Albert's colleague, that there was no need for a federal action here, there was no need to seek federal enforcement because, as your Honor has noted, there is not a dispute, at least in the instance of five of six students, because payments were going to be made. And one of the things I was told was, make these payments by this date or we will go to court. And I asked, Why should we treat these students differently? Why should we treat the students that attend iBRAIN differently? Why should we pay their invoices before we pay the invoices of the thousands of other students in special education? question was never answered, of course, because it has no fair answer.

Plaintiffs are asking for special treatment here.

They are not here because they are being treated unfairly or

differently from other students; they seem to expect that they should get different treatment. And as your Honor noted, one of the things that is explicitly requested in the papers is plaintiffs want immediate payment of invoices.

Now, it seems that Mr. Albert kind of backed away from that a little bit, and I do appreciate that. Because I see nothing in the case law that says that payments must be made immediately, or instantaneously, or anything of the sort. And at some point in time we have to have some common sense applied here and recognition, as Judge Hellerstein noted in a very similar case that was brought by the same advocates on behalf of some of the same plaintiffs over the summer seeking, again, immediate payments. And Judge Hellerstein observed, it takes time to process an invoice and that is to be expected. I think that was a very straightforward response to their application, and I think it applies here as well.

With the five students who we don't have any disagreement about, and we set this forth very clearly before they came to court, for those five students the payments will be made. And by my calculations, based on what Ms. Kapoor from the DOE represented — she runs the impartial hearing implementation unit and her declaration was with our papers that we put in yesterday — she pointed out what payments she has made. And the only thing that I see that has not been paid are in instances when we don't have invoices. In every other

example, whether it's transportation or tuition, the payments have either been made or they have been processed.

Now, there is a lag. When we process a payment the money doesn't instantly appear at the vendor. It does take seven to ten days after the payment is populated. And you know what, Judge, sometimes when the possessing happens at the DOE, it doesn't populate for another business day. That happens sometimes as well. And in those instances it's probably correct that it's actually eight to eleven business days later that the payment is received. That sort of thing happens.

I would also like to note that this, too, is the way we pay everybody. This is the system we use for everyone when the obligation is imposed by an impartial hearing.

Now, again, plaintiffs say they wonder if they are getting treated differently. I point out, if they are hearing from other advocates that they go about this differently, it's because not a single other advocate that I'm aware of thinks they need a federal court to issue a preliminary injunction to force the department to make these payments, because it isn't necessary. And because I work for the DOE so frequently, I am in contact with many attorneys at the parents' bar, and what they do is they reach out to me and they say, a payment hasn't been made here, can you look into it? I do. Sometimes it's an oversight and we correct it, and we correct it through that exchange and a separate federal action is never necessary,

except for these particular advocates.

I do not think the Court needs to issue a ruling here because there is no need for this action at all. This is the process that we are applying fairly. And I appreciate what the Court noted about our process that we make these payments within 35 days. And I can tell you from my own experience as well, Judge, nothing happens faster with my clients when the comptroller issues a check. We follow the CPLR and we do that within 90 days. These payments are made quickly, in part, because we recognize these are services for special education students, the payments should be made promptly, and we want to make sure there is no interruption of services.

Here, there is no allegation that any services have been interrupted. There is no allegation that any services have been deprived of any student. Even a student where we have a disagreement, there is no allegation that that student isn't receiving the services that she is entitled to, or allegedly entitled to. We have a disagreement about it, but there is no dispute that she is getting the services, and there is no allegation that she is at risk of losing those services at any time.

Now, if the plaintiffs think that our position or the department's position at the impartial hearing is unreasonable or indefensible or untenable, well, that is the business we have chosen. The hearing officer will rule on that and we will

adhere to that ruling. That is the process. And I think it's actually operating expeditiously in the instance of these students. And so I vehemently object to the suggestion that these students or the students who attend this school receive anything but the same fair treatment that all the students who are our responsibility are receiving.

I also oppose the idea that a federal action was needed in this at all or that we need any injunctive relief from the Court. Because in this instance the facts are what is most important here, and the facts are that we have made these payments, and to the extent that we have not received invoices, we will process those in the usual course of business. And the law requires nothing more.

THE COURT: What about with respect to Kate A, the sixth child?

MR. RAUCHBERG: With Kate A, as I said a moment ago, we do have a disagreement about what constitutes pendency. There the student is receiving the services. I think that is very important. And there is no allegation that she will not receive the services in the future. To the extent that there is a dispute, it's already been briefed before an impartial hearing officer who is assigned to the underlying hearing. There is a date on the calendar for next week. It may be that the impartial hearing officer will rule on the papers, or it may be that there will be some argument and a ruling

thereafter.

Now, the parties have a right to appeal to a state review officer. That process is available. But I suspect that this will be resolved very soon, and we will either have a ruling that says pendency is one thing or it's another. By the way, the litigation on the merits of their claim, that they are entitled to payment for the '19-'20 school year at iBRAIN, well, that will continue, and they will make their case and they will either prevail or they won't. Again, that is the system. It is ponderous, the courts have observed that. But it's moving along for the student. And because the student is receiving the services, I think there is no risk for her or any potential of harm to her. There I feel strongly about that.

THE COURT: Mr. Albert, do you wish to respond?

MR. ALBERT: Yes, just briefly.

We are not asking for special treatment. What we are asking ask is for compliance. We are asking for compliance with impartial hearing officer orders that have been ordered under a federal law which provides for an automatic injunction; not an injunction that takes place 30 days later, 35 days later, 20 days later, it's an automatic injunction. That's number one.

Number two, these are disabled children who attend the school. These aren't vendors who do business with New York

City. And to treat the students as simple vendors almost with

New York City misses the mark. These are obligations that don't arise by contract. These are obligations that arise by federal law.

THE COURT: Mr. Albert, you are suggesting by that argument that the students are being prevented from receiving the services that they require because they are not getting paid as fast as you would like. But that is, in fact, not the case, isn't it? The dispute here is not between the children and the Department of Education, it's between the vendors and the Department of Education.

MR. ALBERT: Not yet. Right now there is no claim that the students have been threatened with being disenrolled from the schools. They are all attending the school; they are all receiving their services. However, in pendency cases there is case law that says that harm is presumed. There is no need to show that there is irreparable harm in these cases. The fact that their pendency rights under a federal statute in and of itself not only provides standing from just a legal point of view, but gives them the right, the automatic right for that relief. This isn't, do they merit it, do they warrant it? It's an automatic right.

Again, pendency is somewhat different than what Mr.

Rauchberg was talking about, in terms of an impartial hearing officer rendering a decision regarding whether or not the student's placement and program was appropriate. That's a

different issue. But during that period of time there needs to be stability for that student, and pendency includes not only the provision of services but the payment for those services.

And at some point the student's school may not be so lenient with respect to not receiving payment.

THE COURT: I don't know whether it's in this case or in a related case, but am I correct that the agreement between the parents and the iBRAIN school provides that the child will remain in the school so long as the pendency issue is pending?

MR. ALBERT: Until such time it see essentially gets resolved. Let's put it that way. I don't recall the specific contractual language, but I believe you're correct, your Honor. That's the essence.

THE COURT: Mr. Rauchberg?

MR. RAUCHBERG: I have not seen the contract for '19-'20. I did see the language in the '18-'19 school year. My recollection is it wasn't the issue of pendency that needed to be resolved. I thought it was the entire litigation. So as long as the parent was maintaining the case, either before a hearing officer or then appealing to the state review officer or then appealing to federal or state court, as they are entitled to do, they were entitled to remain at the school. That is my recollection, but I would take that with a grain of salt.

THE COURT: OK. Mr. Albert, anything else?

MR. ALBERT: I have nothing further.

THE COURT: Why don't you folks give me five minutes and I will be right back out.

(Recess)

THE COURT: The application for a preliminary injunction is denied. It seems to me that at its core the plaintiffs' argument is that the statute provides for an automatic injunction with respect to pendency, and that therefore means that payment for that pendency has to be made immediately, or as soon as possible, or using some other guideline undefined either in the statute or in case law or in our common experience.

I do not find that plaintiffs' arguments are meritorious that payment is required within some particular amount of time. All that pendency requires is that the child's educational experience not be disrupted. There is no dispute here that the children's educational experience is not being disrupted, and there is no credible evidence before me to suggest that the city is not abiding by its obligation to fund those students whose pendency has been determined. In fact, the evidence before me is exactly the opposite, which is to say that the city has represented, both in arguments before me and in affidavits that were submitted in connection with their papers, that the city is paying for the children's education; it is processing the invoices that it receives from the vendors

in the ordinary course; it is not treating these children or these vendors any differently than it treats any other children who are receiving IDEA benefits or any other vendors who are providing children who are receiving IDEA benefits.

Clearly, to my mind, there is no conflict here. The city is abiding by its obligations. I am not going to require them to do anything more for iBRAIN students than they do for any other IDEA beneficiary. And I find that, based on what I have been told, that the amount of time within which they actually are paying these vendors is not affecting the children's rights in any way that creates a violation of the IDEA, at least not on the record before me.

So with all of that, the application is denied.

What should we do next, Mr. Albert, with respect to this matter?

MR. ALBERT: With all due respect, your Honor, while we are certainly disappointed in the determination, we would ask if you could reconsider this and perhaps reconvene, if not oral argument, perhaps a status conference in a couple of weeks. In a couple of weeks, if these payments have been made, then we would certainly concur that the DOE has abided by its obligations. But at this point it's difficult for us to sit idly by and say that the DOE can impose whatever obligations and requirements and timeline to make a payment on behalf of a pendency order.

When the pendency order is — it even goes before the pendency order. Pendency begins when the due process complaint is filed. These due process complaints are filed in July, usually at least, typically, approximately when the academic year begins, which is a July 1st date. That's the trigger for pendency, the due process complaint. The impartial hearing officer pendency order is when an impartial hearing officer is appointed, accepts the case, is able to schedule a hearing, which is all within the control of DOE. When the hearing officer then issues his or her pendency order, we have already gone two months, in some respects three months beyond the date when that due process complaint started, the time when pendency was initiated, when it was triggered.

Again, the DOE really -- I understand that they can't issue payment instantaneous, and again, to reiterate, we are not asking for instantaneous payments, but here we are in the middle of October and there is at least five parents who started their process in July and there has been no resolution.

THE COURT: You keep saying that and the city keeps saying, no, we have paid them, or they are being processed, and you have no information to contradict that.

MR. ALBERT: I do, your Honor. If you look at the affidavits submitted by the DOE in this case, there is a concession that, yes, we have not paid everything.

THE COURT: Right. But they are being processed, to

the extent that they are not being disputed.

MR. ALBERT: With the exception of that one student, we would agree. But I don't believe that that's an accurate assessment of all the elements for the other five.

THE COURT: Look, Mr. Albert, I am not going to reconsider the decision that I made just about 45 seconds ago. If you believe that there is an adequate basis for reconsideration, then you should follow the local rules for a motion to reconsider.

MR. ALBERT: Thank you, your Honor.

THE COURT: Anything else?

MR. ALBERT: None from plaintiff.

THE COURT: Mr. Rauchberg, procedurally, what should we do with this matter? We can come back in a few weeks for an initial pretrial.

MR. RAUCHBERG: It sounds like, even if we were to update the Court or have a conference or a status letter, I am not sure I am hearing that, if the payments are made, that would lead to a withdrawal of the action. Because, obviously, that makes a lot of sense to me, and I would certainly support that. If I am hearing correctly, however, that that is unlikely, then what I would like to do -- I am happy to have a conference, but I think I would like to take some time to consider a 12(b)(6) motion, if that's going to be necessary. And if we are to do that, it seems this would be the

appropriate time to ask the Court -- we were served a week ago with the papers. I would like a little more time to prepare a response. We can set that schedule now.

THE COURT: OK.

MR. RAUCHBERG: That would be fine with me.

THE COURT: Schedule for what, for a premotion conference or for a motion to dismiss?

MR. RAUCHBERG: Your Honor, I am sorry that I didn't look at your motion rules before coming in here today.

THE COURT: I do have a premotion conference requirement.

MR. RAUCHBERG: If this is going to be necessary, and again, it sounds like it is, then I would say, if we can put in our letter maybe three weeks from today.

THE COURT: OK.

MR. RAUCHBERG: Then plaintiffs would have their opportunity to oppose, and then we would be happy to conference on the issue thereafter at the Court's convenience.

THE COURT: In the meantime I encourage the parties to have a discussion about what the facts are here and whether this action is, strictly speaking, necessary going forward, but I will leave that up to you all.

So three weeks from today, Mr. Rauchberg.

We are adjourned.

(Adjourned)